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ABSTRACT

This annual report covers the period July 1985 through June 1986, Program Year 1985. Part I presents findings and recommendations from Commission work on the impact of new technologies on jobs, the problems of displaced workers, and workers' increasing need for basic skills. Part II describes the major activities of the Commission in three major areas. First, discussion of its "Changes in the Workplace" work plan focuses on the Commission's completed investigation of the effects of computers on employment and publication of a policy statement and staff report. These other activities in this area are also discussed: completion of research reports on the impact of computers on jobs and on the experiences of displaced workers and the adoption of a project on the employment effects of the internationalization of the economy. Second, activity centered around the Commission's congressionally mandated review of the Job Training Partnership Act is highlighted. Next, a series of hearings and site visits are described, which provided information about local areas' employment problems and successful strategies for dealing with them. Part III summarizes the Commission's formal meetings. Appendixes include summaries of sponsored research, the Commission's comments on the reports of the National Council on Vocational Education, and a listing of references for the findings and recommendations in the report. (YLB)

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NATIONAL COMMISSION FOR EMPLOYMENT POLICY

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Eleventh Annual Report

Including Findings and Recommendations on Goals for the Workplace and Implications for Policy

CE050609

Members of the National Commission For Employment Policy

GERTRUDE C. McDONALD, Chairman of
NCEP and Member, National Council on
Vocational Education,
Fremont, California

WALTON E. BURDICK, Vice President of IBM
for Personnel,
Armonk, New York

LEORA G. DAY, Former Director,
Intergovernmental Affairs
U.S. Department of Agriculture
Boise, Idaho

MAX HUGEL, Businessman
Windham, New Hampshire and
Washington, D.C.

FRANK McDONALD, President
McDonald Enterprises, Inc.
Thousand Oaks, California

BARBARA C. McQUOWN, President
Barbara McQuowen & Associates
Washington, D.C.

VIRGINIA S. MILNER, President,
Milner Oil Company
Beverly Hills, California

JERRY J. NAYLOR, President,
The Jerry Naylor Company,
Agoura, California

JUAN RANGEL, President and
Chief Executive Officer,
Medcenter Bank National Association
San Antonio, Texas

A. WAYNE ROBERTS, Executive Vice President
Lake Champlain Regional
Chamber of Commerce
Burlington, Vermont

JOHN A. ROCCO, Speaker Pro Tempore,
New Jersey General Assembly
Cherry Hill, New Jersey

MAX L. ROWE, Attorney, Kirkland & Ellis,
Chicago, Illinois

NATIONAL COMMISSION FOR EMPLOYMENT POLICY

Eleventh Annual Report

Including Findings and Recommendations on Goals for the Workplace and Implications for Policy

Report No. 20
February 1987

NCEP
National Commission for Employment Policy
1522 K Street, N.W. • Suite 300
Washington, D.C. 20005
(202) 724-1545

Part I

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To The President and The Congress of The United States

February 27, 1987

In accordance with the requirements set forth in Part IV of the Job Training Partnership Act of 1982, I am pleased to forward the *11th Annual Report* of the National Commission for Employment Policy. This report carries the subtitle, *Findings and Recommendations: Goals for the Workplace and Implications for Policy.* These findings and recommendations summarize some of the major changes occurring in offices and factories as the Nation prepares to enter the 21st century. They also indicate ways in which potential problems can be mitigated through cooperation between employers and employees and with the assistance of appropriate levels of government.

The *11th Annual Report* covers the period July 1, 1985 through June 30, 1986. During that year, the Commission continued its workplan on the relationship between jobs and changes occurring in the economy. It completed its first project in this workplan with the publication of *Computers in the Workplace: Selected Issues.* The Commission also continued its examination of several issues pertaining to Federal employment and training programs that had been assigned to the Commission under the Job Training Partnership Act. Finally, the Commission conducted hearings around the country on the topics of JTPA implementation, youth, and displaced workers.

The Commission hopes that this *11th Annual Report* — its findings and recommendations and the work undertaken — will contribute to improvements in the design and implementation of national strategies for enhancing the economic well-being of America's workers.

Gertrude C. McDonald

GERTRUDE C. McDONALD
Chairman

INTRODUCTION

The *11th Annual Report* of the National Commission for Employment Policy covers the period July 1985 through June 1986, Program Year 1985. Part I presents findings and recommendations from Commission work on the impact of new technologies on jobs, the problems of displaced workers, and workers' increasing need for basic skills.

Part II describes the major activities of the Commission. This year the Commission has three major areas of activity.

First, as part of its "Changes in the Workplace" workplan, the Commission completed its investigation of the effects of computers on employment with the publication of *Computers in the Workplace: Selected Issues*, which contains a Commission policy statement and staff report. Also completed were several Commission-sponsored research reports on the impact of computers on jobs and on the experiences of displaced workers. The Commission began the second phase of its "Changes in the Workplace" workplan with the adoption of a project on the employment effects of the internationalization of the economy.

The second area of activity centered around the Commission's congressionally mandated review of the Job Training Partnership Act (JTPA). Several pieces of Commission-sponsored research were completed, including work on performance standards and their impacts and on methods of evaluating the effectiveness of JTPA in individual states.

In March the Commission began its own review of the status of JTPA to date. This work will result in a Commission report in Program Year 1986.

The third area of activity was the start of a series of hearings and site visits around the country. The purpose of this activity, named "Outreach 85," is to learn—from people directly involved with assisting disadvantaged and displaced workers—about local areas' employment problems and successful strategies for dealing with them. The hearings dealt with the implementation of JTPA Title II programs, problems of displaced workers and the implementation of JPTA Title II programs, and youth and basic skills.

Part III of this report summarizes the Commission's formal meetings. Appendix A provides abstracts of Commission Research Reports issued throughout the program year. The Commission continued its practice of issuing individual research reports to its audiences as each was completed. Appendix B contains the Commission's comments on the reports of the National Council on Vocational Education, as required by Sec. 473(7)(B) of the Job Training Partnership Act. Appendix C contains the references for the findings and recommendations in this report. A full listing of Commission reports is included at the end of this Report.

Part I.

FINDINGS AND RECOMMENDATIONS OF THE NATIONAL COMMISSION FOR EMPLOYMENT POLICY

Goals for the Workplace and Implications for Policy

More and more, Americans are realizing that the national economy is undergoing fundamental structural change. International economic events are increasingly affecting the U.S. economy. New technologies are changing the types and location of jobs and the nature of work. Job growth is greater in personal and business services than in manufacturing, which some people interpret as a sign that the Nation is losing its industrial base. Some of these changes are the result of markets working in a dynamic economy; others are caused by circumstances outside the control of the United States. In either case, some are viewed with appreciation, others with apprehension.

One result of apprehension has been an increased number of calls for policies to reduce trade and to make the introduction of new technology more difficult. From a longer-term view, however, international trade and technological change are vital channels through which productivity and real income are increased, not just for the United States, but for all nations participating in the global economy. Expanding international trade increases the products available to consumers and resources available to an economy. Advances in technology are a critical component of a Nation's ability to grow and to be competitive in international markets.

America is also witnessing shifts in the composition of the workforce, with implications for the future structure of employment and unemployment. Persons over the age of 45 are a growing share of the population, while older men are more likely to be retired than was the case in earlier years. The minority youth population is growing even as the total youth population is decreasing. Immigrants and refugees are becoming a larger share of the Nation's workforce. More and more women are entering, and remaining in, the labor market.

Changes in the composition of the workforce alter the mix of products and services demanded in the market place. These changes in demand, in turn, alter the demand for workers in the affected industries. Some industries, and areas of the country where they are located, experience increasing employment; others experience little or no growth; and still others experience employment decline.

Since different demographic groups tend to have different backgrounds, changes in the composition of the workforce also alter the types and levels of education, training and work experience employers have available to them. Thus changes in the composition of the workforce influence firms' decisions about where to locate new facilities and what degree of technological sophistication will be embodied in the equipment their employees use.

While employment is increasing on the national level, workers in some localities experience layoffs and plant closures and many jobseekers in inner cities are without work. Too often, the burden of structural adjustment is heaviest for those least equipped to bear it. Laid off or displaced workers experience not only loss of income, but also personal discouragement, depression and concommitant family problems. The communities in which they live may deteriorate both economically and socially.

This policy statement summarizes findings about some of the changes underway in the workplace and the workforce as the Nation approaches the 21st century. The findings are in large part drawn from the Commission's recent investigations, including its recent policy statement and report on the impact of computer-based equipment on jobs. Other Commission findings on displaced workers, older workers, Hispanics, women, youth and blacks were also used in the development of the statement. Three policy questions are addressed:

- What are the human resource policies that can aid employers and workers when new technologies are introduced into the workplace?

- What are the elements of effective programs for assisting displaced workers?
- What are the most promising strategies for combatting illiteracy?

The statement includes Commission recommendations in these three areas.

Implementing New Technologies

The installation of new technologies—such as computer-based equipment—sometimes compels, but more often permits, firms to reorganize and to restructure jobs. The optimal use of computer-based technologies by firms requires a "critical mass of interrelated changes." These changes need to occur in job and organization design, systems of employee selection, training and compensation, labor-management relations, and perhaps most important, the "culture" of the workplace.

There are several aspects of the workplace culture that are central to the achievement of successful implementation of new technologies—communication, flexibility, cooperation and commitment.

- **Communication** means continuing dialogue between and among all parties involved in the implementation. There needs to be information sharing and open discussion at all stages of the process, from the conceptual design stage through post-implementation evaluation.
- **Flexibility** means being willing and able to adapt to change and to learn new ways of doing things, on the part of both managers and their employees.
- **Cooperation** means that all groups (managers, employees and unions) can gain from being flexible. The adversarial, "zero sum," ideology of one group's gain equalling another's loss is in many cases no longer relevant.
- **Commitment** means a concern for employees' welfare by employers and a productive involvement in the firm by employees. Firms and their workers must be willing to invest in each other for the benefit of both.

Effective implementation of new technology in such a culture can mean positive gains for the firm and for the workers who remain with the firm. Management can gain from lower costs, higher quality output, increased flexibility of operations, a greater likelihood that the technology will fulfill its potential, and an improved competitive position in the world economy. Workers have opportunities to advance to higher skilled jobs and greater participation in the operation of the firm. If employees are unionized, the union can gain both through its members' gains and through a better informed and wider involvement in issues related to the enterprise's success.

The Commission recommends that workers, labor unions, employers, and employer associations, such as the Chamber of Commerce, work closely with each other to assure that effective human resource strategies are an integral part of the implementation of new technologies.

Minimizing the Distress of Displaced Workers

Much adaptation to advances in technology and increased international trade takes place within firms through the internal reassignment of employees. However, some worker displacement will occur as long as markets and methods of production continue to change. The geographic locations of job losses and the number of workers who are displaced will change as situations change. As the unemployment rate declines, displacement and structural unemployment generally will represent a larger share of total unemployment. While displacement cannot always be avoided, its worst consequences on workers and communities can be mitigated.

The Commission finds that displaced workers' problems are deserving of continuing Federal attention. Programs developed under Title III of the Job Training Partnership Act are an integral part of strategies for providing assistance. ***The Commission recommends that assistance to displaced workers continue as a national priority, with adequate funding for programs under Title III of JTPA.*** Effective programs need to be tailored to the circumstances of specific situations, but the Commission finds that there are some principles applicable to almost all cases.

Assistance for displaced workers is most effective when:

- Firms provide affected workers, and the organizations which can assist them, as

much voluntary advance notice as possible of closures or mass layoffs.

- Job search assistance and other support are provided in the work setting before the actual layoff or closing.
- Active cooperation with unions, where present, is an integral part of this process.
- There is coordination of private and public displaced worker programs with programs providing unemployment insurance, job search, adult and vocational education and other assistance.
- Workers are offered a range of options, since people differ in their needs for immediate income, their desire or ability to take training, and their willingness to relocate.
- Prospects for recall or transfer are communicated realistically.
- Governments at all levels support and facilitate adjustments to new situations, even though the ultimate responsibility is with firms and employees.

On a broader scale, communities can spur job creation through economic development. How economic development strategies are implemented will vary from locality to locality. Each has its special circumstances and own resources on which to build. In all communities, programs under JTPA can be an important source of training people for the new jobs. ***The Commission recommends the State Job Training Coordinating Councils and Service Delivery Areas examine potential linkages with economic development efforts in their areas and, where possible, become part of those efforts. The Commission recommends that governors and their Departments of Commerce examine potential linkages between economic development efforts and JTPA, and, where possible, work with the JTPA community to assure that program participants are trained for the new jobs.***

Basic Means Essential As Well As Elementary

Many displaced workers share a major problem with other experienced workers and with new entrants to the labor market: insufficient mastery of basic skills. Reducing the extent of illiteracy in the workforce is a critical national issue. Basic academic and communications skills—already crucial to success in the labor market—will be even more important in the future. Both experienced and new workers need a solid grounding in English, mathematics, communications and problem-solving skills in order to take the greatest advantage of the opportunities arising in a dynamic economy. The Commission's findings in a number of areas have reaffirmed the importance of basic skills.

In its recent study of computers in the workplace, the Commission found, for most workers, that the ability to use or understand computer-based equipment is one skill among the many skills needed to perform well in jobs in which computers are used. Most training for these jobs takes place in the firm, and the need for mastery of the basic skills remains paramount. From the Commission's work on the problems of disadvantaged young people and adults, basic skills deficiencies emerged again and again as a significant factor impeding their labor market progress.

One critical challenge is to assure that black and Hispanic youth especially learn these basic skills. Nationwide, about 35 percent of black youth and 45 percent of Hispanic youth do not complete high school; the percentages are higher in large urban areas and dropout rates are not declining. Improving the education of these young people is essential if the gap between the skills they have, and the skills employers require, is to be reduced rather than widened.

The Commission recommends to the President, the Congress, and the JTPA community that programs to improve young people's basic skills be encouraged and expanded. Some of these programs seek to prevent youth from leaving school early while others seek to assist youth who have already dropped out of school. Private sector involvement with public schools is an important component of these programs. For example, firms can help by providing up-to-date equipment, by hiring students for part-time or summer jobs to aid the transition from school to work, and by assisting teachers in their career counseling roles. Successful programs with private sector involvement exist around the country. ***The Commission recommends to the President, the Congress, and the JTPA community that information on successful programs be disseminated widely so that best practices can be implemented.***

Education and training are issues for adults as well as youth. Adults increasingly need to learn skills to qualify for new occupations or to adapt to new equipment in jobs they are already performing.

While most adults in the workforce are generally well-educated, according to standard measures of educational attainment, there are two groups of adults who are likely to continue to have employment problems as the Nation approaches the 21st century.

- One group consists of "functional illiterates." Estimates of the incidence of functional illiteracy range between 13 and 25 percent of persons 15 or older, as measured by an inability to use written materials and forms common in daily life. The problem is greatest among those groups with low levels of formal schooling: blacks, Hispanics and older workers in general.
- The second group consists of adult workers who face financial or other barriers to entering education and training programs. Adults not doing well in the job market, including some who may be employed in low wage, "dead end" jobs, are also least likely to take training.

The Commission reaffirms its position that Federal funds for education and (re)training be targeted on those individuals and groups least equipped to cope with change on their own.

The Commission commends Secretary of Labor, William E. Brock, and the Department of Labor for their leadership on the issue of illiteracy and encourages them to continue their efforts.

The Commission recommends to the President, the Congress, State and local governments, and philanthropic organizations that resources devoted to literacy training be augmented, both in terms of literacy instruction and increased outreach to the illiterate population. The welfare of both the economy and society will be enhanced by reducing the numbers of those who are "exiles" in their own land.

Conclusion

Structural change is generating a variety of difficult problems for the Nation and its citizens. The economy's ability to handle structural changes has been part of its strength in the past. This ability is, and will continue to be, even more crucial because of competitive pressures in international markets. The goal of policymakers and all others involved in the education and training of the American workforce should be to help people to become or remain economically self-sufficient and productive members of society.

Outreach 1985: Public Hearings and Site Visits

Introduction

The National Commission for Employment Policy held five hearings and conducted selected site visits across the Nation during the program year July 1, 1985 – June 30, 1986. In selecting locations the Commission took into account the regional diversity of the Nation and the variations that exist among States and localities in both their problems and strategies for solving those problems. Hearings and site visits were conducted in Anchorage, Alaska; New York, New York; Miami and Broward County, Florida; San Juan, Puerto Rico; Louisville, Frankfurt and Lexington, Kentucky; and Los Angeles, Torrence, Ventura and Port Hueneme, California.

The topics of the hearings and site visits were the education and training needs of young people and displaced workers, and the ways in which States, regions, and localities are attempting to meet those needs under the Job Training Partnership Act (JTPA). Witnesses represented all parties involved in the JTPA partnership. The Commission heard testimony from members of the business community, elected officials, unions, program administrators, educators, and practitioners.

This policy statement represents the Commission's findings and recommendations from these activities. It begins with general findings and recommendations regarding shifts in job opportunities that are occurring in States and localities across the Nation. It also contains findings and recommendations on the education and training needs of youth and adults that stem from these job shifts, and it includes specific findings and recommendations for programs under the Job Training Partnership Act.

Findings and Recommendations

General

The rapid growth of jobs in personal and business services, and the movement away from manufacturing, were underlying themes in the

witnesses' testimony. The implications of this shift in job opportunities for the types and levels of workers' education and training were major concerns. A related concern was the need for economic development efforts to compensate for losses sustained in manufacturing. The precise strategies that States and localities were using to adjust to the transformation of their economies differed.

Successful State, regional, and local strategies—whether directed toward young people or displaced workers—were characterized by careful identification and analysis of the area's particular problems and strengths. Those strategies which had the greatest degree of community involvement were also the most effective. Community in this sense includes education/training institutions, individual firms, government agencies, and unions.

The Commission also found that programs whose goals were problem prevention can be very effective. Such programs included those which encourage young people to stay in school and those that prepared experienced workers for the changes that displacement may bring about.

The Commission recommends to Governors and local elected officials that, if they have not already done so, they undertake a thorough assessment of their economies' current situations and likely prospects for the future. Elected officials should involve all members of their communities in this effort, including education and training institutions, employers, unions, and government agencies. All elements of communities should work cooperatively to identify their employment and training problems and to develop practical approaches to solving those problems.

Education and Training

Jobs of the 1990s in the expanding service sector will require a better educated workforce. Jobs in the increasingly automated manufacturing sector will require adaptability as well as new and more technical skills. This means that mastery of the basic skills will be even more essential for labor market success than formerly.

There are large numbers of young people and adults who lack the basic skills—English comprehension and communication, mathematics, and problem solving. These skills are essential for success in the workplace. There are also large numbers of young people who drop out of school and thus do not have the high school diploma which many employers require. School dropouts and youth and displaced workers who are illiterate run the risk of being left behind as the economy changes. ***The Commission recommends to the President and the Congress that national campaigns to combat illiteracy among youth and adults, such as Project PLUS, be strongly encouraged.***

Youth

Dropout rates and young people's lack of basic skills are being addressed in several of the localities visited. There are programs for in-school youth that seek to encourage them to stay in school. Some programs provide tutorial assistance to young teenagers over the summer months so that they retain the knowledge gained during the school year. Others focus on very young children to prevent them from falling behind their grade levels. There are also remediation programs for out-of-school youth. The most successful programs included both remediation in basic subject matter and a strong counseling component. ***The Commission recommends to the President, the Congress, State and local elected officials, and the education and training communities that a national stay-in-school campaign be mounted as part of the campaign to combat illiteracy. One specific step should be the wide dissemination of information about exemplary programs for both in-school and out-of-school youth so that each community can benefit from the experiences of others.***

Involvement of businesses in the education and training of a locality's youth was a major component of successful endeavors. Such involvement ranged from providing jobs for students during the summer or the school year, to contributing equipment for classroom use, to loaning their employees to schools as teachers. Work experience while in school and in the summer can contribute to young people's employability; equipment and borrowed teachers can fill gaps between that which the community needs and that which it can afford. ***The Commission recommends to the education and training communities that they foster closer ties with the business community as a mechanism for improving young people's transition from school to work.***

The Commission recommends to the business community that it foster closer ties with the education and training institutions. It is in the long term interest of the private sector to

have a well educated workforce. The future success and economic viability of individual firms, and the ability of the Nation to remain competitive in world markets, depends in large part on the education and training of our current and future workers.

Displaced Workers

Different States and communities have already experienced plant closings and mass layoffs. Worker displacement is a serious problem that can be expected to continue.

Around the country there are programs which attempt to prevent displacement before it occurs, programs designed to respond rapidly once plant closures or layoffs are announced; and there are a variety of specific policies regarding advance notification of plant closings. ***The Commission recommends to Governors and local elected officials that, if they have not already done so, they develop policies and programs to prevent displacement and to alleviate problems as quickly as possible. This effort should be part of their overall identification and analysis of employment and training problems.***

Assisting displaced workers must remain a priority at the National level. The Commission recommends to the President and the Congress that there be adequate funding for programs under Title III of JTPA.

Displaced workers differ among themselves in the types of assistance they require. Some only need information on the programs and services available to them; others need additional assistance, such as job search assistance. There are many who need counseling in such areas as family budgeting and in dealing with stress. An initially unanticipated characteristic of displaced workers is that many of them are illiterate. Offering remedial education to these displaced workers is an essential step toward reemployment.

Recognition that displaced workers' needs vary is one crucial element of successful programs. Filling the diversity of needs requires the active participation of employers, educational institutions, government agencies, and unions.

A second crucial element is the timing of the assistance. Programs that aid displaced workers as soon as possible in the dislocation process are more likely to be successful. This means addressing their needs either before layoffs occur or soon thereafter. This timing has the advantage of reaching the greatest proportion of dislocated workers and of reaching them before they experience much of the stress associated with displacement.

The Commission recommends to State and local officials involved in displaced worker programs that their strategies address the diverse needs of displaced workers and that their assistance be provided as early as possible. To the extent possible, the programs should seek to improve displaced workers' basic skills.

Job Training Partnership Act

A key element in the Job Training Partnership Act (JTPA) is private sector involvement. Communities in which private firms were deeply involved in JTPA were also those in which the training programs were most successful. The private sector's involvement ranged from membership in the Private Industry Councils (PICs) to providing on the job training, equipment and manuals for classroom training, and jobs for participants at the end of training programs. ***The Commission recommends that JTPA administrators encourage private sector involvement in employment and training programs beyond their representation on the PICs. The Commission recommends to the business community that it become even more involved with JTPA programs in their localities.***

Effective coordination among government programs conserves resources, which is especially important in times of financial constraint. Coordination also offers the opportunity to provide a comprehensive approach to meeting the needs of people at risk in the job market. The extent to which there were linkages between JTPA and the Employment Service, Unemployment Insurance, welfare, and vocational education varied among localities. ***The Commission recommends to Governors and local elected officials, State Job Training Coordinating Councils, PICs, and administrators of Service Delivery Areas that, if they have not done so, they review their policies for ways to improve coordination among employment and training-related programs.***

States and localities are looking to economic development as a means for spurring job growth in their areas. There is great potential for linkages between these economic development efforts and JTPA programs at the local level. Economic development can create a wide variety of jobs, some of which require the types of training which JTPA can effectively provide. In some localities, the JTPA system has been integrated into the broader economic development strat-

egies. ***The Commission recommends that Governors, State Job Training Coordinating Councils, PICs, and Administrators of Service Delivery Areas identify and examine potential linkages with economic development efforts in their areas and where possible, become part of those efforts.***

Conclusions

Abstract issues of national concern surrounding shifts in job opportunities from manufacturing to services are seen at a personal level in individual States and localities. Some areas have long understood the dimensions of the changes they are experiencing and are taking steps to adjust to the new economic realities; other areas are at the beginning stages of this process. The continued economic vitality of our Nation requires that persons now working or preparing for work, employers, unions, education and training institutions, and all levels of government recognize and understand the importance of the changes that are occurring. Our education system must prepare youth for work by assuring that the young people have basic and employability skills. Elimination of illiteracy must be a National priority and workers and their employers must recognize that training and retraining will be necessary as these changes take place in the work environment. All must share responsibility for adjusting to change, and work in partnership to assure that our economy remains able to meet the challenges of the 1990s.

Part II.

COMMISSION ACTIVITIES

Changes in the Workplace

In its long-term workplan investigating changes occurring in the workplace, the Commission addressed three areas: the effects of computers on employment, the problems of displaced workers, and U.S. employment in an international economy.

Two major reports were issued on the topic of computers and employment. The first was the Commission's Policy Statement and Staff Report, *Computers in the Workplace: Selected Issues*.

The second was *Effective Implementation Practices of Advanced Manufacturing Technology*, published by the National Academy of Sciences and written by an Academy committee under the sponsorship of the Commission. Information in this report assisted in the development of the Findings and Recommendations contained in this 11th Annual Report.

Research and hearings, as part of *Outreach 85*, were undertaken as part of the Commission's on-going concern over the problems of displaced workers. This work, combined with past investigations, formed the basis of the findings and recommendations on displaced workers in this report.

The internationalization of the economy is the focus of the next Commission project in this workplan. Findings and Recommendations, and a Staff Report in this area, are scheduled to be issued in program year 1986.

Computers in the Workplace

The policy statement contained in the report on computers in the workplace sought to answer two basic questions. What skills will be required of the American workforce in the 1990s, and beyond, because of the diffusion of computer-based equipment throughout the workplace? To what extent will the workforce have these skills, given current trends in education and training?

During program year 1985, the Commission sponsored or cosponsored several studies to obtain background information for its report:

- A survey of the patterns of diffusion of technological change in general, and of the various types of computer-based equipment in particular.
- An examination of several Western European countries' experiences with, and policies concerning, the introduction of computers in the workplace.
- A study of the anticipated impact of computers on the number of clerical jobs projected for the 1990s. This study also assessed four independent forecasts in terms of both their results and their methods.
- A case study of the machine vision industry. The study examined employment and training issues in firms that produce "high technology" equipment, their suppliers and those firms that use such equipment.
- An examination of how working environments need to change in order to make the most effective use of both computer-based technologies and workers.

Abstracts of these studies can be found in Appendix A of this report. The Commission also sponsored a seminar of experts to discuss what is known about the impact of computers in the workplace on employees and managers, in terms of organizational structures, promotion possibilities, training opportunities and attendant physical or psychological problems. This work, in combination with research sponsored in the previous program year, a review of the literature and policy discussions with experts in the field, were the basis of the Commission's report.

Commission staff presented findings from this project in testimony before a joint hearing of the New York State Senate Committees on Education, Labor, Crime and Corrections, and Commerce, Economic Development and Small Business; and at several conferences, including an International Conference in Employment and Training; the Employment and Training Conference of the National Governors' Association; the National Job Training Partnership Conference; and a Colloquium conducted by the New York State Department of Labor.

Displaced Workers

The Commission continued its work on displaced worker issues by conducting hearings, sponsoring research, and through discussions with policymakers at the Federal, State and local levels.

The Commission's hearing on displaced workers was held in Kentucky. This State was selected because it is a microcosm of issues surrounding displacement. A summary of this hearing appears later in this report.

Two analyses of the re-employment experiences of displaced workers were completed; abstracts are in Appendix A.

- One focused on the length of unemployment and the reemployment experiences of workers whose pre-displacement jobs had been in industries characterized as declining.
- The second identified factors associated with substantial earnings losses and the loss of health insurance benefits.

The Commission also furnished materials and testified before the Secretary of Labor's Task Force on Mass Layoffs and Plant Closings. It testified on the problems of displaced older workers before the U.S. House of Representatives, Select Committee on Aging. Staff members also participated in conferences organized by the National Conference of State Legislatures, the House Wednesday Group and the National Academy of Sciences. Dr. Stephen F. Baldwin of the staff was named to a national advisory committee to the State of Illinois. This committee is advising the State on the feasibility of alternative ways of financing worker retraining.

The United States in an International Economy

At its March 1986 meeting, the Commission discussed and adopted a workplan for a project, "U.S. Employment in an International Economy"; background work in this area had begun in the previous program year. The project is organized around two major questions:

- What has been the effect of the internationalization of the economy on jobs and wages in the United States? What is the outlook for the rest of this century?
- How can public and private human resource policies aid in labor market adjustments required by the increased internationalization of the economy?

For these two questions, three dimensions of internationalization are being investigated: (1) international trade in products and services; (2) investment by U.S. firms and citizens in other countries and investment in the U.S. from abroad; and, (3) immigration.

Building on a policy seminar held in 1984 that sought to identify areas needing further research, the Commission sponsored initial research on two topics. The first study, entitled "Labor Market Implications of the Growing Internationalization of the American Economy," was completed this program year. It examined employment shifts occurring because of changes in the amount of imports and exports of different industries and projected alternative scenarios to 1990. An abstract is in Appendix A. The second study, "Worker Mobility in the U.S. Economy," examines the role that worker mobility plays in the labor market's adjustments to change. It emphasizes findings on the extent of mobility among displaced workers and factors that affect their mobility. This study will be completed early in program year 1986.

A second round of research competition was held late in the program year. One topic identifies the extent to which industrial output and employment losses due to the appreciation of the dollar are likely to be reversed as the dollar depreciates against other currencies. A second topic addressed the impacts of immigrants on selected local areas and how the receiving communities adjust to their presence. This and other research will be synthesized in a staff report on the internationalization of the economy. Commission findings and recommendations, along with the staff report, will be issued during program year 1986.

Training and Education

The Job Training Partnership Act

The Job Training Partnership Act (JTPA) delineates specific Commission responsibilities

for implementing and evaluating JTPA programs. A major role of the Commission is to assist the Secretary of Labor in the development of performance standards. The Commission engaged in several activities to fulfill this role.

In the first part of the program year, staff participated in Department of Labor work groups charged with developing new standards. Over the course of the year, the Commission formally commented on the Department of Labor's published draft standards and the Department's announced plans to make technical changes to the reporting requirements and to performance standards. In large measure these plans corresponded to earlier recommendations by the Commission which were transmitted to the Department through formal correspondence.

The Commission formally responded to the first technical amendments to JTPA proposed by Senator Dan Quayle (R-Indiana), Chairman of the Subcommittee on Employment and Productivity, Committee on Labor and Human Resources of the U.S. Senate. The Commission also testified on coordination between JTPA and vocational education before the Subcommittee on Employment and Productivity and on "Serving Older Workers Under the Job Training Partnership Act" before the U.S. Senate Committee on Labor and Human Resources, chaired by Senator Orin Hatch (R-Utah).

JTPA requires that the Commission examine the effects—both intended and unintended—of performance standards on program activities. As a first step in this process, the Commission sponsored a review of the status of performance standards' implementation in all States and the territories. An abstract of the completed report, "Assessment of Adult and Youth Performance Standards Under the Job Training Partnership Act," is given in Appendix A.

The Commission also sponsored research to develop a plan for estimating the impact of performance standards on program activity. This research is being evaluated before additional work begins.

The Commission continued to evaluate JTPA through several other studies:

- An assessment of JTPA implementation nationwide over the past three years (co-funded by the Ford, Rockefeller and Charles Stewart Mott Foundations).
- An analysis of information about private sector views and involvement in JTPA at the Service Delivery Area level (co-funded by the National Alliance of Business).
- A case study of JTPA implementation in Puerto Rico.
- A review of local coordination and program activity.
- A review of the status of women in JTPA (prepared for the Women's Bureau, U.S. Department of Labor through an interagency agreement).
- A set of manuals to assist State and local officials in evaluating JTPA (co-funded with the State of Washington and the IBM Corporation, Inc., with assistance from the Safeco Insurance Company, the Seattle/King County Private Industry Council, and SPSS Inc.).

Abstracts of the last three studies are provided in Appendix A. As part of its ongoing examination of JTPA, the Commission staff will be conducting an investigation of the views of State and local elected officials concerning JTPA. Results of the Commission's studies will be summarized in the annual report for the year in which they are completed.

As part of *Outreach 85*, the Commission also conducted hearings on JTPA implementation and made program site visits in selected cities around the country. A summary of these hearings and site visits is included in this report.

Commission findings and recommendations on JTPA, along with a staff report, will be issued in the next program year. This work will be based on information that the Commission has gained over the past several years from research, hearings, and site visits.

To assist further in the implementation of JTPA, particularly at the State level, the Commission co-sponsored with the Department of Labor and the National Governor's Association a national conference of State Job Training Coordinating Council (SJTCC) chairs in October 1985. Chairman Gertrude C. McDonald addressed the meeting, and several Commissioners also participated. A Commission-sponsored study of State Job Training Coordinating Council activity was prepared as background for the conference.

As a follow-up to this meeting and as part of its own formal outreach effort, the Commission held its first regional conference of SJTCC chairs in Salt Lake City, Utah in June 1986. The meeting was designed to give maximum time for participants to exchange information about their State JTPA programs and council activities, their successes and problems. It was intended to

elicit State Council views about changes that might be considered for JTPA in the future. Because of the positive response to the first meeting, plans have been made to hold the three remaining regional conferences in the summer and fall of 1986. A final report on the results of the meetings will be prepared in the next program year.

Education

A special concern of the Commission is the difficulty that youth who lack basic skills have in gaining a foothold in the labor market. The Commission agreed to undertake a major investigation to identify a national strategy to assist these individuals. Findings and recommendations and a staff report will be issued next program year.

As part of its search for solutions, last program year the Commission joined the Department of Labor and several private businesses and foundations in funding JOBSTART, a large demonstration program for dropouts. The demonstration will attempt to identify the most effective strategies for serving this group of young people.

This year the Commission held a hearing in New York City to learn from people directly involved with the education and training systems about effective strategies for improving basic skills among the Nation's youth. Findings from this hearing, in combination with past research, assisted in the formulation of findings and recommendations in this 11th Annual Report. A summary of the hearing is included in the report.

The Commission's interest in reducing illiteracy among adults, as well as youth, resulted in the Commission's joining other organizations in sponsoring Project Literacy U.S. (PLUS). This is a collaborative effort of the American Broadcasting Company and the Public Broadcasting Service (PBS) to help combat illiteracy throughout the Nation by publicizing the problem and community resources for dealing with it. A Commission-sponsored video tape on the PLUS project was transmitted to all PBS stations in April 1986. An operations manual for local task forces is being developed for distribution toward the end of 1986 to local task forces established under PLUS. One of the special features of this manual is a free-standing section on the role of employers in the campaign against illiteracy; this section will be distributed separately to the business community.

The Commission Chairman serves as a member of the National Council on Vocational Education (NCVE). In May 1986, the Commission and the Council held joint hearings in Los Angeles, California. The Commission also assisted the Council in up-dating its publication, *A Nation in Risk*, which examines the role of vocational education in preparing workers for today's labor market. The National Center for Research on Vocational Education also consulted the Commission, as mandated in the Carl Perkins Vocation Education Act, in planning its required study of coordination between vocational education and JTPA.

Outreach 85: Hearings and Site Visits

In order to learn more about employment problems and local strategies for solving them, the Commission held five hearings and visited several employment and training sites around the country. The hearing topics included JTPA implementation, youth, and displaced workers. Another goal of the Commission in undertaking these hearings was to provide to the local communities information about its own work on issues related to these topics.

Hearing on JTPA Implementation

August 22, 1985
Anchorage, Alaska

This hearing focused on the implementation of the Job Training Partnership Act in the State of Alaska. Officials from Alaska's private industry councils, State and local government representatives, and a statewide coalition of Alaskan natives testified as to their experiences with programs funded under JTPA.

The State JTPA panel provided background about the employment difficulties facing native Alaskans, particularly the cultural problems encountered with the increasing economic development of the State. Mr. Charles Elder, Chairman of the SJTCC, described the special problems of running JTPA programs in the State due to its low population density and the vast distances people must travel for formal meetings.

Senator Frank Murkowski (D-Alaska) addressed the Commission on several issues that affect the employment situation in Alaska, including the difficulties involved in using economic development as a source of jobs. The

trade and economic development panelists continued this discussion by describing the impacts of trade on employment and the linkages that need to be established between JTPA and economic development to maximize employment opportunities.

The local JTPA panel members discussed the successes of the summer youth program funded under Title II-B of JTPA and the usefulness of performance standards. They also testified on how the high transportation costs in Alaska constrain the types of services that can be provided to youth and on the training needs of Alaskan natives, who are often poorly prepared to participate fully in Alaska's economic development.

Following the hearing, the Commission visited JTPA and other training programs in Anchorage and Seward.

Hearing on Youth and Basic Skills

New York City
January 9-10, 1986

The New York hearing focused on youth and basic skills. The Commission's primary aim was to highlight programs and policies that emphasize the importance of basic skills to young people's future success in the job market.

The hearing began with presentations by Dr. Marion Schwartz, Coordinator of Youth Services, Office of the Mayor, and Mr. Manuel Bustelo, Commissioner for Employment. In representing the Office of the Mayor, they discussed several issues: the need for a better educated workforce as a result of the shift in New York City from a manufacturing-based to a service-oriented economy; effects of the literacy problem on the labor market participation of youth and approaches the city is taking to address the problem; effects of the decline in Federal funds on youth employment and training programs; the extent to which JTPA's performance standards discourage service to people with the greatest deficiencies in basic skills, and the importance of local programs in addressing the need for basic skills.

Discussion by members of the business panel focused on key program elements to enable youth to find employment; methods of promoting partnerships between schools and the business community; the need for basic skills for adults as well as for youth; and the characteristics of an effective basic skills remediation program.

Education officials—Dr. Nathan Quinones, Chancellor, New York City Public Schools; and Dr. Victor Herbert, Superintendent for Dropout Prevention, New York City Public Schools—described those demographic trends which have added to the difficulties in educating youth. They voiced concern over a lack of parental guidance in education, and suggested ways in which the Commission could assist in overcoming the youth problem.

Members of the community panel described programs and strategies designed to address the education and employment problems facing young women, including the problem of teenage pregnancy. The panelists also discussed programs designed to assist young ex-offenders, and methods for improving basic skills training for America's youth.

Following the hearing, the Commission visited two programs in Harlem that focus on basic skills training for young dropouts and several vocational facilities in the city's high schools.

Hearing on JTPA Implementation

March 5, 1986
Miami, Florida

The purpose of the Miami hearing was to learn more about how the Job Training Partnership Act was being implemented in Florida and about the State's labor market issues.

Members of the JTPA panel included opening speaker Dr. Wallace Orr, the Secretary of Labor and Employment Security, who represented the Governor's Office. The panelists discussed the status of Florida's economy, JTPA implementation, methods to achieve Florida's employment and training goals and the role of the private sector in providing leadership at the local level.

Members of the economic development panel underscored the importance of economic development as a means of increasing job opportunities in the Miami area. They also drew attention to the problems that may result in local labor markets as a result of national immigration and trade policies.

The members of the youth panel described a variety of services available in programs designed to serve unemployed high school graduates, high school dropouts and potential dropouts. The Commission was also informed of the special programs for minority youth, including a computer literacy program within the schools, adopt-a-school partnerships, funding and personnel loans to SER-Jobs for Progress

programs, and job training centers.

Other panelists described the labor market contributions of, and opportunities for, older workers. They discussed issues concerning mandatory retirement, social security, and the provision of social services.

Prior to the hearing, the Commission visited the staff of the Broward County Employment and Training Administration (BETA) Private Industry Council to receive a briefing on the implementation of JTPA in the County. The Commission also visited local businesses in Broward that offered on-the-job training and hired JTPA participants, and toured two JTPA training contractors in Dade County. After the hearing, the Commission examined several JTPA skills training facilities in Puerto Rico and received briefings on education and training programs supported by JTPA funds.

Hearing on Displaced Workers

April 10-11, 1986
Louisville, Kentucky

The hearing in Kentucky focused on the problems of displaced workers and the prospects for minimizing displacement when firms introduce new technologies into the workplace. The purpose of the hearing was to learn about the types of services the workers require and the effectiveness of programs under Title III of JTPA in meeting these workers' needs.

The first witness was Mr. Jerry Abramson, Mayor of Louisville, who emphasized the seriousness of worker displacement in the State and offered several suggestions regarding the Title III program. Other subjects discussed by the panel of local elected officials included the importance of manufacturing to Kentucky's economy; the need for workers to have more technical skills for those manufacturing jobs that still exist; Kentucky's initial experience with displacement programs; and the success of Enterprise Zones in their area.

A panel of State JTPA officials described two approaches that have been successful in assisting dislocated workers: the "dislocated worker center," which offers a full range of services at a centralized location; and the "quick response team," which attempts to anticipate and prevent major dislocations, and also assists workers who are displaced. In addition, the State representatives noted that the Title III programs were not identifying all displaced workers in the State. They also indicated that the generally low level of education of the State's population is one of the special concerns for Kentucky in their economic development and retraining efforts.

Discussions of the education panelists centered primarily on major problems facing displaced workers. The lack of education and basic skills was emphasized as a critical problem workers faced in finding new employment opportunities.

Other panelists described the role of organized labor in assisting workers; key factors in providing effective services; educational programs which have been developed to assist affected workers, and the findings and recommendations from a survey of State Title III program directors.

To address the question of dislocation and see how advanced manufacturing technology is being implemented, the Commission visited the IBM facilities in Lexington and the General Electric facilities in Louisville.

Hearing on JTPA Implementation, Economic Development, and Welfare Reform

May 25-26, 1986
Los Angeles, California

The Los Angeles hearing focused on the implementation of JTPA in California; the status of the JTPA partnership and accompanying economic development efforts; and some early information on Greater Avenues for Independence (GAIN), California's welfare reform effort. The National Council for Vocational Education (NCVE) also held hearings on the status of State vocational education programs.

Two panels of witnesses reviewed the status of JTPA implementation in California. In the first panel, the Chairman and the Executive Director of the State Job Training Coordinating Council testified about the role of the Council, and the activities it had promoted to publicize JTPA within the business community and to support economic development efforts that could ultimately provide jobs for JTPA participants. In the second panel, two Private Industry Council (PIC) chairmen and a vice-chairman spoke about their experiences and indicated that, despite some problems, the partnership was working effectively and JTPA programs were helping participants find jobs.

The third panel testified specifically about local economic development and entrepreneurship activities. State Senator William Campbell (R-District 31), Chairman of the Select Committee on Business Development, introduced the topic by describing the State's diverse economy.

Jack Stewart, Deputy Director of the California Department of Commerce, described a statewide marketing program that has collaborated with JTPA activities in several local areas to save jobs and develop new ones. Karen Smith, the Director of the California Women's Conference on Entrepreneurship, concluded with a description of a focused effort to involve women in business.

The last panel consisted of State and local vocational educators, who testified before members of NCVE. Describing the large State vocational education program, witnesses indicated that some changes were needed to bring vocational programs into line with advances in technology, and that, despite efforts to coordinate JTPA and vocational education at the State and local levels, more could be done to bring about cooperation among administrators of the two programs.

Prior to the day of the hearings, National Commission for Employment Policy Commissioners visited Northrop Corporation's "Factory of the Future," a citrus packing plant, and the Port Hueneme harbor facility.

Part III.

MEETINGS OF THE NATIONAL COMMISSION FOR EMPLOYMENT POLICY

July 1, 1985 Through June 30, 1986

Under Title IV of the Job Training Partnership Act, the Commission is required to meet at least three times a year. During program year 1985, the Commission held four formal Commission meetings.

Thirty-ninth Meeting

August 22, 1985
Anchorage, Alaska

The Commission was invited to convene its meeting in Alaska by Commissioner Kenneth O. Stout, a resident of Anchorage. The purpose of the meeting was to learn more about the implementation of the Job Training Partnership Act (JTPA) in the State and to become more familiar with the unique employment, training, and trade issues that face Alaskans. The Commissioners also discussed a series of planned Commission hearings, *Outreach 85;* the Federal budget for employment and training programs; the Commission's budget for 1986-87; and a "youth technical assistance plan" prepared by NCEP staff for providing services to youth.

Fortieth Meeting

November 21-22, 1985
Arlington, Virginia

At this meeting, two newly appointed Commission members were sworn in—Mr. Jerry Naylor, President, The Jerry Naylor Company, Agoura, California; and Mr. Paul A. Russo, President, Capitol Consultants, Alexandria, Virginia. The meeting focused on the status of Commission projects, including the "Changes in the Workplace" workplan and the project on National Employment and Older Americans. The Commission discussed and adopted the policy statement contained in the report, *Computers in the Workplace: Selected Issues.* In addition, the Commissioners heard a presentation on "Independent Sector Assessment of the Job Training Partnership Act," by Mr. Gary Walker of Grinker-Walker Associates, and discussed plans for future Commission meetings and hearings. The Commission sponsored a policy dinner on November 22, 1985. Mr. Jack Anderson, syndicated columnist, spoke on bringing "high technology" into the schools.

Forty-first Meeting

March 4, 1986
Miami, Florida

The Commission was invited to Florida by former Commissioner and Miami businessman Roberto Cambo. The purpose of the meeting was to learn first-hand how JTPA is working in Florida and to release the report, *Older Workers: Prospects, Problems and Policies.* The members also discussed a report on the Commission's January hearings in New York City on "Youth and Basic Skills," and plans for additional hearings and site visits. The Commission adopted both a proposal to prepare a report on the status of JTPA and a project workplan to investigate "U.S. Employment in an International Economy."

Forty-second Meeting

June 23-24, 1986
Washington, D.C.

At this meeting, a new Commissioner was welcomed—Mr. Frank McDonald, President, McDonald Enterprises, Inc., Newbury Park, California. The Commission discussed and approved the findings and recommendations contained in this *11th Annual Report.* The Commissioners also discussed the projects concerning JTPA and "U.S. Employment in an International Economy," and adopted a workplan for the upcoming program year. The focus of this workplan is the development of a national strategy for alleviating the youth problem. As part of the Commission's outreach activities, the members approved a media plan; reviewed the hearings and site visits that had been conducted over the previous twelve months; and discussed plans for Outreach 86, the meetings, hearings and site visits for the upcoming program year.

APPENDIX A

Summaries of Sponsored Research

During program year 1985, the Commission sponsored several studies on employment and training issues. The summaries of these studies, given below, correspond to the areas of Commission activities shown in Part II.

Changes in the Workplace

Computers in the Workplace

Patterns of Demand for New Technologies,
by Larry Fenster

This report is concerned with identifying the factors related to the spread of industrial innovations in general and computers in particular. The report stresses it is necessary to analyze separately the factors affecting the spread of microcomputers, minicomputers, and mainframe computers. Microcomputers represent the cheaper and easier to use end of the computer spectrum, while mainframes are at the more costly and complex end; minicomputers are between the two.

The author describes several factors which affect the diffusion of new technology. The rate of adoption is higher—the higher the expected profitability of the equipment, the greater the amount of reliable technical information available to adopters, the lower the expense and complexity of the equipment for the user, and the greater the importance of labor costs in total production cost. Microcomputers are the segment of the computer market best described by the above characteristics. More complex and expensive systems, such as computer-aided manufacturing systems, are growing more slowly, in part because of technical problems, such as the lack of communications compatibility among systems. The report suggests some policies that could aid in the diffusion of the equipment.

Technological Change and Employment in Western Europe,
by Louis Helion Blair

This study identifies a number of technology-related issues common to the experiences of the European countries studied (Federal Republic of Germany, Sweden, and Great Britain) and to the United States. Among these issues are: needed changes in the educational system, the dislocation of mid-career blue-collar workers, and the potential for shortages of workers skilled in the new technologies.

The report found that while many Western European governments are concerned about the impact of microelectronics on jobs, they recognize that the rapid spread of these "new technologies" is essential for economic growth. The challenges are how to best prepare the workforce for the new equipment and to minimize adverse impacts on jobs. The three European nations are responding to these issues in different ways, partly because of varying national perceptions of the severity of potential problems, and partly because of differences in attitudes toward change in general and technological change in particular.

Clerical Employment and Technological Change: A Review of Recent Trends and Projections,
by H. Allan Hunt and Timothy L. Hunt

This study reviews the trends in clerical employment over the last 30 years and assesses forecasts for future clerical employment, being especially cognizant of the possible impact of office automation on these jobs. The authors believe that some of these forecasts are overly pessimistic and indicate why they reach this conclusion.

The report suggests that economic growth, the concentration of clerical jobs in fast growing industries, especially service-oriented industries, and the current limitations of office automation technologies indicate that growth in clerical employment will not stop. Office automation may not be producing a revolution in the workplace; however, it has at least contributed to a slowing of employment growth in clerical occupations. Many of these clerical positions are generalist in nature and are difficult to threaten with automation.

Even after allowing for negative employment impacts from office automation, the authors conclude that the growth of this large and diverse occupational group will be average or perhaps only slightly below the average growth rate for all occupations for the next decade. This is consistent with projections of

the Bureau of Labor Statistics, U.S. Department of Labor.

The Employment Effects of High Technology: A Case Study of Machine Visions, by Kan Chen and Frank P. Stafford

This report examines employment and training issues in a "high technology" industry, machine vision. Machine vision equipment provides images used to control an automated industrial operation. Current major uses are with robotic systems in automobile manufacturing and for optical inspection of microcircuits on silicon chips.

The industry that produces this equipment is going through a rapid growth phase in terms of both employment and firms, with a high percentage of professional and technical jobs, according to the study. Firms that use the equipment have tended to reduce employment in less-skilled blue collar jobs, with those remaining often upgraded in skill and responsibility.

The United States presently leads in the development and application of this technology. This lead rests in large part on the substantial amount of time engineers and other technical people spend in training and keeping abreast of new developments. The authors see a dilemma for the industry: U.S. firms lead in the "customized" segment of the market, but in order for sales and profits to increase, firms need to develop standardized systems to sell for a wider variety of applications. At the same time, foreign firms are more likely to increase their market shares as standardized systems, which they can produce at even lower cost, are adopted.

The authors also see a potential for machine vision applications to reduce the cost advantages presently enjoyed by foreign producers in some segments of the electronics industry. The availability of individuals qualified to manage the application of this new technology to production processes is seen as a major constraint on the rate of adoption.

Human Resource Practices for Implementing Advanced Manufacturing Technology, by the Committee on the Effective Implementation of Advanced Manufacturing Technology, Manufacturing Studies Board, National Resource Council, National Academy of Sciences.

This report examines the human resource practices that firms have used as they introduce advanced manufacturing technology (AMT). In the contemporary context, AMT refers to the use of computers and computerized devices for design, engineering and planning as well as for the direct manufacturing process.

The Committee concludes that the greatest gains from the introduction of these new technologies require corresponding changes in the way that work and workers are organized and managed. The report identifies seven specific areas of human resource practices that must all be changed: planning; plant culture; plant organization; job design; compensation and appraisal; selection, training, and education; and labor-management relations. While changes in these areas have been advocated as part of good management generally, the following kinds of practices seem particularly valuable in implementing AMT:

- Defining "production" jobs to include planning, diagnosis and maintenance as well as operation.
- Using teams to manage the more interdependent activities usually involved in AMT.
- Delegating operating decisions to equipment operators/monitors.
- Developing selection processes for AMT jobs that, while not abandoning seniority, produce candidates who have the skills needed for success.
- Paying employees on the basis of skills they have mastered, rather than on the basis of their immediate duties.
- Placing greater emphasis on training while giving high priority to employment security.

Displaced Workers

The Permanence of Dislocation: 1979-83 Evidence, by Robert L. Crosslin, James S. Hanna and David W. Stevens

In an earlier report for the Commission, the authors traced the reemployment and earnings experiences of a large sample of unemployment insurance recipients in five States. In this report, additional years of data for three of the States (Missouri, Pennsylvania and South Carolina) are used to examine the extent to which workers are rehired by the firm from which they were laid off.

In the initial study, workers were identified as "displaced" if local employment in their former industry was shrinking, since reemployment in a declining industry seemed less likely. The results of this second study, however, confounded this expectation. Over 60 percent of

the sample had returned to their previous employer by the end of 1983. The proportion returning was *higher* for those affiliated with declining industries, and these workers averaged higher earnings than those who found jobs in different firms and/or industries.

Workers who returned to their old firm or industry experienced shorter average periods of unemployment than workers who found jobs in new industries. Those who returned were more likely to take intervening jobs with other firms, accounting for their shorter average periods without work. Older workers, women and nonwhites tended to have return rates above average for those workers laid off from declining industries. In general, these results call into question the inference that workers formerly affiliated with declining industries are unlikely to find re-employment in them.

Job Displacement, Re-employment and Earnings Loss: Evidence from the January 1984 Displaced Worker Survey, by Michael Podgursky and Paul Swaim

The January 1984 Displaced Worker Survey was a special supplement to the monthly Current Population Survey. Using the data from both the supplement and the regular questions, the authors analyzed patterns of displacement, reemployment, earnings gains or losses and the extent to which workers lost health insurance coverage. Rates of displacement during 1979-83 were higher for workers affiliated with manufacturing and living in the Northeast and Midwest. Displaced workers were more likely than nondisplaced workers to be young, male, black or Hispanic and have fewer years of education.

The analysis focused on workers displaced from full-time jobs between January 1979 and January 1984. While median earnings on subsequent jobs were quite close to (inflation-adjusted) earnings on the former job, over a quarter of the workers reported earning 75 percent or less on their new jobs than previously. Earnings losses tended to be especially severe for older male blue collar workers located in the Northeast and Midwest.

The report also provides rare empirical evidence on the problem of loss of health insurance by displaced workers. About two thirds of the displaced sample were covered by group health insurance on their old jobs. Nearly 30 percent of the reemployed blue collar workers and just over 20 percent of the reemployed white collar workers who had health coverage on the old job did not have it on the new job. An additional 10 percent of those formerly covered were not in the labor force or unemployed without coverage.

The United States in an International Economy

Labor Market Implications of the Growing Internationalization of the American Economy, by Charles F. Stone and Isabel V. Sawhill

This report analyzes the impact of international trade on U.S. employment from the early 1970s to the mid 1980s and projects employment growth by industry to 1990 under four different macroeconomic scenarios. It also reviews policies directed at aiding displaced workers, since some workers, firms, and communities are likely to be adversely affected by increased international competition.

In general, the report concludes that trade has changed where jobs are being created or lost, rather than diminishing total employment. Shifts in macroeconomic policy in the early 1980s produced conditions making exports less internationally competitive and imports cheaper, largely because of dollar appreciation. Trade in this decade has tended to stimulate white collar and service employment and discourage blue collar, rural and manufacturing employment growth. The most favorable scenario for the balance of the decade, which combines strong growth, a reduced Federal budget deficit and a more favorable exchange rate, yields more balanced employment gains and a reduced trade deficit.

The authors' evaluation of dislocated worker programs raises questions about strategies which are based on the reasons why the workers lost their jobs. The report suggests that assistance should be targeted on workers who would otherwise have the most difficulty becoming reemployed.

Training and Education

Assessment of Adult and Youth Performance Standards Under the Job Training Partnership Act, by National Governors' Association

This report is the first major examination of performance standards since the enactment of the Job Training Partnership Act in October 1982. It was prepared to assist the Commission in meet-

ing its statutory mandate to advise the Secretary of Labor on the development and implementation of JTPA performance standards for determining whether the basic goals of the program are being achieved. Major findings of the assessment were in five areas: (1) adjustment of standards to account for local conditions; (2) use of 6 percent funds; (3) incentive policies; (4) youth employment competencies; and (5) post-program follow-up.

The study found that States are using a variety of policies and approaches to implement performance standards and, overall, both the States and local program operators have made significant progress. A major concern of the States is the need for consistently defined data to establish and adjust performance standards. The evaluation suggests that State and local program operators are experiencing a continuing need for Federal direction in developing and implementing standards. States also indicated a need for assistance with the performance standard reporting system. The report recommends that direct technical assistance and guidance be provided by the U.S. Department of Labor.

JTPA Evaluation Design, by the Employment Security Office of the State of Washington

This project involved the development of a number of specialized materials to assist States and Service Delivery Areas in evaluating JTPA programs. The set of guides and issue papers are intended to be of practical and direct use in improving JTPA policies and programs at both the state and local level. All phases of JTPA program evaluation—designing planning and implementing—are addressed. Separate packaging accommodates distinct state and local needs.

The Guides include:

Volume I:	Overview
Volume II:	A General Planning Guide
Volume III:	A Guide for Process Evaluations
Volume IV:	A Guide for Gross Impact Evaluations
Volume V:	A Guide for Net Impact Evaluations
Volume VI:	An Implementation Manual for Net Impact Evaluations
Volume VII:	Issues in Evaluating Costs and Benefits

Study of the Status of PY85 JTPA Coordination and PY84 JTPA Program Activities, by Lawrence Neil Bailis

Improved coordination of employment and training activities has been a major goal since the early days of employment and training programs. The objective of this study, part of the Commission's overall study of JTPA implementation, was to assess the status of coordination under JTPA compared with its status under its predecessor legislation, the Comprehensive Employment and Training Act (CETA).

The author compared the status of coordination in 45 Prime Sponsorships during the last year of CETA with the status of coordination in 45 Service Delivery Areas created under JTPA. He examined perceived levels of coordination and identified the presence or absence of a number of specific measures designed to promote coordination. He also assessed the effectiveness of the measures that were in place.

The Job Training Partnership Act Service to Women, by Kathrine Solow, with Gary Walker

This report on the status of women in JTPA programs was sponsored by the Women's Bureau, U.S. Department of Labor, through an interagency agreement with the Commission.

Findings from the 57 States and SDAs in the sample indicated that women were originally slightly underrepresented in JTPA programs in comparison with the total eligible female population (50 percent versus 55 percent). Over the course of the study participation increased as procedures for referral of AFDC recipients to JTPA were improved. Program budget restrictions and the legislative cap on support services made AFDC recipients attractive candidates for JTPA participation. However, the Act's call for development of nontraditional training efforts and the treatment of special-needs groups, such as displaced homemakers and teenage parents, received far less attention. In most cases, day care services and vocational counseling, which would encourage entry into higher paying nontraditional jobs for women, were not stressed. The study concluded that more State level direction and incentives were needed to influence local SDAs to implement special services tailored toward the needs of women.

APPENDIX B

Comments of the National Commission for Employment Policy on the Reports of the National Council on Vocational Education

The National Commission for Employment Policy is required to comment annually on the reports of the National Council on Vocational Education (NCVE) under the Job Training Partnership Act (PL 97-300, title IV).

Under the provisions of the Carl Perkins Vocational Education Act, effective October 1, 1984, the National Advisory Council on Vocational Educational (NACVE) was reconstituted as the National Council on Vocational Education. Seven members were named by the President in February 1985, including the Chairman of the National Commission for Employment Policy, Mrs. Gertrude C. McDonald. Three members were named in April 1985, and the final seven in September 1985.

During the year covered by this Commission report, July 1, 1985 through June 30, 1986, the Council issued its Annual Report for fiscal year 1985 (October 1, 1984 to September 30, 1985). The report summarizes activities engaged in during this transitional year, including four informal meetings of council members. No official statements or recommendations were issued during this year.

Appendices to the report include a paper on the outlook for vocational education, first prepared in 1983 for a joint NCEP-NACVE conference in March 1984, copies of the council charter, minutes of the informal meetings, and brief biographies of the council members.

Under the Carl Perkins Vocational Education Act, the Council is mandated to report findings and recommendations every second year. The first such report is due in October 1986, and the Commission looks forward to receiving it for comment.

APPENDIX C

Reference List for Findings and Recommendations

The following is the list of references that form the basis for the Findings and Recommendations contained in this Annual Report.

Hearing and Site Visits on "Youth and Basic Skills," New York, New York, January 9-10, 1986.

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*Reports listed above are available from the National Technical Information Service (NTIS)
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